

Black Canyon Reservoir & Montour Wildlife Management Area RESOURCE MANAGEMENT PLAN GOALS, OBJECTIVES, AND MANAGEMENT ACTIONS

Introduction

A set of draft RMP Goals and Objectives were prepared as part of the RMP alternatives development and analysis process and included as Appendix A in the Draft EA. During the initial stages of development it was determined that Montour WMA should be renamed as a Wildlife “Management” Area (from a Wildlife Recreation” Area) to: (1) reflect the main intent for which it was established and is being managed (protection and management of wildlife and their habitat), and (2) for consistency with the rest of Idaho Department of Fish and Game’s management areas (which are all WMAs).

The draft Goals and Objectives were derived from: (1) the public involvement process (especially Ad Hoc Work Group discussions and clarification related to pertinent issues outlined in the Problem Statement); (2) ongoing coordination with Reclamation decision-makers regarding the scope of the RMP and Reclamation's mission/authority related to RMP preparation and implementation; (3) findings of the RMP resource inventory; and (4) input from specialists on the RMP Planning Team.

These final Goals and Objectives were further refined as a result of public and agency comments on the Draft EA and are included in the RMP. They reflect the full range of issues and opportunities that must be addressed in the RMP (as presented and discussed in the separate Problem Statement document included in the RMP).

Finally, there are a number of objectives denoted with an “**”. Adoption and implementation of these objectives are dependent on Reclamation getting a non-Federal public entity managing partner and/or concessionaire agreement to manage recreation at Black Canyon Reservoir and the Montour WMA Campground.

The RMP will also be governed by a number of legal mandates, all of which will serve as guidance in both interpreting the Goals and Objectives and implementing proposed management actions. The primary among these are listed below:

Law, Executive Order, or Policy	Description
American Indian Religious Freedom Act of 1978	Recognizes that Indians have the right to practice traditional religions, access sacred sites located on public lands, and use and possess sacred objects; and imposes certain procedural requirements on Federal agencies.
Archaeological Resources Protection Act (ARPA) of 1979, as amended	Ensures the protection and preservation of archaeological sites on Federal land. ARPA requires that Federal permits be obtained before cultural resource investigations begin on Federal land. It also requires that investigators consult with the appropriate Native American groups before conducting archaeological studies on Native American origin sites.
Archeological and Historic Preservation Act of 1974	Provides for the preservation of historical buildings, sites, and objects of national significance.
Clean Water Act (CWA) of 1974, as amended*	Provides for protection of water quality.
Clean Air Act (CAA) of 1970	Provides for protection of air quality.
Endangered Species Act (ESA) of 1973, as amended	Provides for protection of plants, fish, and wildlife that have a designation as threatened or endangered.
Executive Order 12898, February 11, 1994, Environmental Justice, as amended by Executive Order 12948, January 30, 1995	Requires Federal agencies to consider the effects of its programs and policies on minority and lower income populations.
Executive Order 11990, Protection of Wetlands	Directs all Federal agencies to avoid, if possible, adverse impacts to wetlands and to preserve and enhance the natural and beneficial values of wetlands.
Executive Order 13007, Indian Sacred Sites, May 24, 1996	Provides for access to, and ceremonial use of, Indian sacred sites on Federal lands used by Indian religious practitioners.
Executive Order 13175, Consultation and Coordination with Indian Tribal Government, November 6, 2000 (revokes EO 13084)	The EO builds on previous administrative actions and is intended to: <ul style="list-style-type: none"> • Establish regular and meaningful consultation and collaboration with tribal officials in the development of Federal policies that have tribal implications. • Strengthen government- to-government relations with Indian tribes; and • Reduce the imposition of unfunded mandates upon Indian tribes.
Fish and Wildlife Coordination Act (FWCA) of 1958	Requires consultation and coordination with the U.S. Fish and Wildlife Service
Indian Trust Assets Policy (July 1993)	Reclamation will carry out its activities in a manner which protects Indian Trust Assets and avoids adverse impacts when possible.
Migratory Bird Treaty Act of 1918, as amended	Provides protection for bird species that migrate across state lines.

Law, Executive Order, or Policy	Description
Executive Order 13186, January 10, 2001. Responsibilities of Federal Agencies to Protect Migratory Birds	Requires Federal Agencies that may have a negative effect on migratory birds to develop and implement a Memorandum of Understanding with the U.S. Fish and Wildlife Service to promote the conservation of migratory birds.
National Environmental Policy Act (NEPA) of 1969	Council on Environmental Quality regulations implementing NEPA specify that as part of the NEPA scoping process, the lead agency "... shall invite the participation of affected Federal, State, and local agencies, any affected Indian tribe, ... (1501.7[a]1."
National Historic Preservation Act (NHPA) of 1966, as amended	Section 106 of the NHPA requires Federal agencies to consider the effects of any actions or programs on historic properties. It also requires agencies to consult with Native American Tribes if a proposed Federal action may affect properties to which they attach religious and cultural significance. Section 110 requires agencies to identify and appropriately manage historic properties on lands under their jurisdiction.
Native American Graves Protection and Repatriation Act (NAGPRA) of 1990	Regulations for the treatment of Native American graves, human remains, funeral objects, sacred objects, and other objects of cultural patrimony. Requires consultation with Native American Tribes during Federal project planning.
Presidential Memorandum: Government-to-Government Relations with Native American Tribal Governments, April 29, 1994	Specifies a commitment to developing more effective day-to-day working relationships with sovereign Tribal governments. Each executive department and agency shall consult to the greatest extent practicable and to the extent permitted by law, with Tribal governments prior to taking actions affecting Federally recognized Tribal governments.
Accessibility for Persons with Disabilities – Reclamation Policy (November 18, 1998)	Established a Pacific Northwest regional policy to assure that all administrative offices, facilities, services, and programs open to the public, utilized by Federal employees, and managed by Reclamation, a managing partner, or a concessionaire, are fully accessible for both employees and the public.
Reclamation Policy for Land Management & Concessions	Provides policy, directives, and standards Reclamation follows in managing Federal Project lands, facilities, and concessions.
Rehabilitation Act of 1973, Title V, Section 504	Provides for access to Federal or Federally assisted facilities for the disabled. The Uniform Federal Accessibility Standards (UFAS) or the Americans with Disabilities Act Accessibility Guidelines (ADAAG), whichever is the more stringent, are followed as compliance with Section 504.
Public Law 102-575, Title 28, as amended	Provides Reclamation with the authority to cost-share on recreation projects and fish and wildlife enhancement facilities with public non-Federal managing partners on Reclamation lands and authorization for preparing RMPs.
Interior Department Manual Part 512, Chapter 2	Articulates the policy, responsibilities and procedures for consulting with tribes to identify and assess impact to Indian trust resources.

*A permit may need to be required for construction related activities.

RMP Policy and Purpose

Reclamation's resource management policy is to provide a broad level of stewardship to ensure and encourage resource protection, conservation, and multiple uses, as appropriate. Management practices and principles established in an RMP must be consistent with Project purposes and in accordance with existing Federal laws, regulations, and policies, and provide for the protection of fish, wildlife, and other natural resources; cultural resources; public health and safety; and applicable uses of Reclamation lands and water areas, public access, and outdoor recreation. Resource Management Plans are intended to be used as the basis for directing activities on Reclamation lands and reservoirs in a way that maximizes overall public and resource benefits while providing guidance for managing the area during the next 15 year period. Through implementation of an RMP, Reclamation aims to balance competing and conflicting demands for differing uses and to maximize compatibility with surrounding land uses, while affording an appropriate level of resource protection and enhancement.

Goals & Objectives

As stated and shown in the above table the RMP will be governed by a number of legal mandates, all of which will serve as guidance in both interpreting the goals and objectives and implementing proposed management actions. In all cases, implementation of the goals and objectives listed below, and any specific management actions resulting from them, will comply with the applicable legal mandates in the above table.

Natural Resources (NAT)

Wildlife and Vegetation Management

GOAL NAT 1: *Protect, conserve, and enhance wildlife habitat and natural resources on Reclamation lands.*

Objective NAT 1.1: Avoid or minimize impacts of RMP actions on Federal and State designated species of special concern, including Federally listed rare, endangered, or threatened plant and animal species.

Objective NAT 1.2: Minimize adverse impacts to wildlife and vegetation in all actions considered to accommodate public demand at recreation sites or on the surface and shoreline of Black Canyon Reservoir; and utilize management practices that protect and enhance resource values of and for native species (plants and animals) in all decisions related to habitat management and other land uses.

Objective NAT 1.3: Protect and/or enhance wetland and riparian habitats within the Montour WMA, and at and adjacent to Black Canyon Reservoir in accordance with existing Federal regulations and consistent with this RMP.

Objective NAT 1.4: Take primary responsibility (including funding) and work with partner agencies (IDFG, Gem County Weed Control, and Upper Payette CWMA) to study and effectively control aquatic and terrestrial noxious and invasive weeds on

Reclamation lands and waters, including invasive aquatic species such as zebra mussels, Eurasian water milfoil, and New Zealand mudsnail.

Objective NAT 1.5: Manage Montour WMA in compliance with its established intent; with management priorities focused on wildlife and habitat values as they relate to both game and non-game species.

Objective NAT 1.6: Expand the WMA boundary on the south side of the Reclamation lands down river to the mouth of Squaw Creek (along the opposite shore) and coordinate management activities with IDFG on down-river lands adjacent to the reservoir to protect habitat for waterfowl, other migratory birds, and riparian and upland wildlife.

Water Quality

GOAL NAT 2: Protect water quality in the Montour WMA, Black Canyon Reservoir, and associated segments of the Payette River and its tributaries.

Objective NAT 2.1: Ensure that adequate drainage control, sanitation, and waste management facilities are provided at all parking lots, maintenance yards, and recreation sites (e.g., restrooms, trash containers, and RV dump stations, as appropriate) to protect water quality.

Objective NAT 2.2: Manage the use of chemical fertilizers, herbicides, and pesticides on Reclamation lands, including those leased for agricultural purposes, in a manner that does not adversely affect water quality and consistent with State and Federal regulations.

Objective NAT 2.3: Continue to prohibit motorized vehicular use on the shoreline (outside of boat ramps) and within the drawdown zone area of the reservoir.

Objective NAT 2.4: Minimize the potential for pollutants to enter Montour wetlands, Black Canyon Reservoir, and the Payette River from activities on Reclamation lands.

Erosion and Sedimentation

GOAL NAT 3: Control soil erosion in priority areas where erosion causes concern for water quality, safety, and damage to resources and facilities.

Objective NAT 3.1: Implement cooperative efforts aimed at encouraging others outside of, but having an affect on the RMP Study area to reduce erosion and the amount of sedimentation entering the Payette River and other tributaries into the reservoir.

Objective NAT 3.2: Protect, restore and/or manage shoreline vegetation and tributary riparian vegetation to control erosion.

Objective NAT 3.3: Develop and enforce appropriate restrictions at shoreline areas to avoid erosion.

Objective NAT 3.4: Implement an effective erosion control program (standards, guidelines, and BMPs) in all construction, operations, and maintenance programs on

Reclamation lands while considering program effects on other resources (natural, scenic, cultural).

Cultural Resources (CUL)

Goal CUL 1: *Seek to protect and preserve cultural resources, including prehistoric and historic-period archeological sites and traditional cultural properties.*

Objective CUL 1.1: In accordance with Section 106 of the National Historic Preservation Act (NHPA) seek to protect National Register-eligible sites from impacts from new undertakings.

Objective CUL 1.2: In accordance with Section 110 of the NHPA, implement proactive management of cultural resources, focusing on protecting identified resources from damage.

Objective CUL 1.3: Increase awareness of cultural resources compliance and protection requirements among resource management partners.

Objective CUL 1.4: Provide opportunities for public education on area prehistory and history, including the importance of and requirements for protecting these resources.

Indian Sacred Sites (ISS)

Goal ISS 1: *Comply with requirements of Executive Order 13007 (Indian Sacred Sites)*

Objective ISS 1.1: Seek to avoid damage to Indian sacred sites when avoidance is consistent with accomplishing Reclamation's mission and larger public responsibilities.

Objective ISS 1.2: Provide for access by traditional religious practitioners to sacred sites, when consistent with mission.

Indian Trust Assets (ITAs)

Goal ITA 1: *Protect Indian Trust Assets as specified in applicable Federal mandates.*

Objective ITA 1.1: Seek to avoid any action that would adversely impact Indian Trust Assets that may exist.

Recreation and Access (REC)

Land-based Recreation

GOAL REC 1: *Provide adequate sites and facilities for land-based recreational uses at Black Canyon Reservoir while affording the public a quality recreational experience consistent with natural and cultural resource objectives.*

Objective REC 1.1: Continue to actively seek a non-Federal public entity managing partner to operate all recreation-oriented facilities and areas at Black Canyon Reservoir and Montour WMA.

Objective REC 1.2: Formalize the relationship between Reclamation and Thunder Mountain Railroad for use of Reclamation lands at Montour WMA and Cobblestone Park through a memorandum of agreement and/or permit for such use if necessary as a result of Thunder Mountain proposals for use of Reclamation lands.

Objective REC 1.3: Work with Gem County to provide facility improvements at the highway “County” boat ramps to better accommodate boating-related activities.

Objective REC 1.4: Make available a clear and understandable process for the public to follow when requesting special use of Reclamation lands and or facilities (including overall policy requirements, permit and application process, and fee structure for various uses).

Objective REC 1.5: Contribute to an environment that supports viable concession services, where appropriate, with concession management to follow Reclamation’s policy.

GOAL REC 2: *Work with IDFG to provide appropriate recreation opportunities in the Montour WMA, consistent with natural and cultural resource objectives.*

Objective REC 2.1: Cooperate with IDFG, as needed, in providing hunting, fishing, and trapping opportunities and associated facilities and infrastructure, consistent with the purposes of the WMA.

Objective REC 2.2: Support IDFG’s efforts to determine sportsman needs and user satisfaction threshold levels at Montour WMA.

Objective REC 2.3: Support IDFG’s efforts to improve public access and opportunities for wildlife-dependent, non-consumptive uses (e.g., nature appreciation) unrelated to hunting or fishing, and consistent with the purposes of the WMA.

Objective REC 2.4: Allow for upgrades at Montour Campground as needed.

Shoreline and Water-based Recreation

GOAL REC 3: *Provide adequate shoreline and water-based facilities to address demand for boating and other water-based uses consistent with natural and cultural resource objectives.*

Objective REC 3.1: Allow for the continued use and development of “at your own risk” swimming areas at appropriate locations around the reservoir (e.g., Black Canyon Park, Triangle Park).

Objective REC 3.2: Continue the Cooperative Agreement with Gem County Waterways Commission to place seasonal day use docks adjacent to the highway boat ramps and at appropriate locations throughout the reservoir.

Objective REC 3.3: Provide fishing opportunities (i.e., at ponds) where it has minimal impact on other wildlife values at Montour WMA and maintain opportunities within the reservoir.

****Objective REC 3.4:** Improve boat launch ramps and associated infrastructure at appropriate Black Canyon Reservoir facilities consistent with natural and cultural resource protection and conservation objectives.

Water Surface Management

GOAL REC 4: Manage the Black Canyon Reservoir water surface to accommodate a variety of uses in a safe manner while minimizing conflicts among users.

Objective REC 4.1: Ensure that provision, permitting, and/or expansion of shoreline facilities on Reclamation lands does not result in providing levels of water access that exceed safe use of the reservoir's water surface.

Objective REC 4.2: Coordinate with the County Sheriff Marine Patrol to adequately enforce circular (clock-wise) designations within the area of the reservoir.

Objective REC 4.3: Provide information to reservoir users regarding boating safety and operating rules and regulations.

Access and Other Recreation Uses

GOAL REC 5: Provide appropriate vehicular and non-motorized access to recreation sites at Black Canyon Reservoir and Montour WMA consistent with natural, cultural resource, and safety and security objectives.

Objective REC 5.1: Provide for adequate vehicular access to and parking at all designated recreation areas and within Montour WMA; such access and parking should be sized in a manner reflecting the physical constraints, safe use of the area being served, and natural and cultural resource protection, as necessary.

Objective REC 5.2: Coordinate with ITD and Gem County to address traffic safety concerns along Hwy 52 and the “County” boat ramps.

****Objective REC 5.3:** Cooperate with IDFG, the City of Emmett, Gem County, ITD, BLM, and the Irrigation Districts, as needed, to seek feasible non-motorized trail connections between the surrounding community and the reservoir/WMA.

****Objective REC 5.4:** Provide for and maintain non-motorized trail opportunities (hiking and bicycling) at appropriate locations at Black Canyon Reservoir and within Montour WMA consistent with natural and cultural resource protection and conservation objectives (e.g., trails linking parks and Montour, better internal park and WMA trail access, trail linkages between the reservoir and surrounding BLM lands).

Objective REC 5.5: Continue Reclamation policy (as per 43 Code of Federal Regulations, Part 420) prohibiting ORV use on Reclamation lands and work with County Sheriff to actively enforce this regulation.

Objective REC 5.6: All new or existing facilities and programs will be designed or retrofitted in accordance with current Federal standards for accessibility to persons with disabilities.

Objective REC 5.7: Coordinate with Thunder Mountain Railroad regarding their use of Reclamation lands consistent with natural and cultural resource objectives, and to avoid or minimize conflicts to other area visitors.

Land Use, Management, and Implementation (LMI)

GOAL LMI 1: *Allow for expanded recreation opportunities and other uses at Black Canyon Reservoir, and continued opportunities at Montour WMA while balancing the need for the preservation of natural and cultural resources, and open space and scenic values.*

Objective LMI 1.1: Locate and design all new or renovated facilities, structures, roads, trails and erosion control structures to be compatible and integrate with the open, rural environment of the reservoir and surrounding area.

Objective LMI 1.2: Allow the continued use of Reclamation lands adjacent to the reservoir for agricultural and grazing purposes when not in conflict with natural and cultural resource protection.

Objective LMI 1.3: Allow the continued use of Reclamation lands at Montour WMA for agricultural and grazing purposes when beneficial to wildlife and associated habitat values.

GOAL LMI 2: *Ensure that reservoir operations are not disturbed as a result of other uses and activities.*

Objective LMI 2.1: Require that the Reclamation Zone (operation and maintenance) be described (history, purpose, and function) and shown on publicly distributed materials.

Objective LMI 2.2: Safety and security of the dam and area surrounding the dam has priority over public access to this area; for safety and security reasons this area will remain closed to public access.

GOAL LMI 3: *Ensure protection of the public, and public resource values and facilities.*

Objective LMI 3.1: Continue contracting and work with Gem County Sheriff's Department and Marine Patrol to ensure an adequate level of law enforcement on Reclamation lands and Black Canyon Reservoir.

Objective LMI 3.2: Continue to operate under the current BLM/Gem County Fire Protection District #2 Agreement (signed June 1997) covering the area from the dam eastward, including Montour WMA.

Objective LMI 3.3: Coordinate with State Waterways and Gem County to provide reservoir users with information regarding boating safety and operating rules and regulations.

Objective LMI 3.4: Continue enforcing the no shooting safety zone around Montour campground and around the east side of the old Montour town site.

Objective LMI 3.5: Work with the County adjacent land owners to address activities and proposed uses on adjacent properties during County approval process.

GOAL LMI 4: Provide informational, educational, and interpretive materials to increase public awareness of recreational opportunities, use restrictions, safety concerns, and natural and cultural resource values.

Objective LMI 4.1: Using Reclamation's sign manual as appropriate develop clear, consistent signage to guide public access to and use of Reclamation lands and park facilities.

Objective LMI 4.2: Provide informative and concise public information materials on a continuing basis at: fee stations, recreation areas, roadside pullouts; and through local merchants, chambers of commerce, government offices, and other means (such as the World Wide Web).

Objective LMI 4.3: Develop an interpretive program that illustrates and educates on the prehistoric, historic, and current land use practices, as well as natural features surrounding and visible from Black Canyon Reservoir and Montour WMA.

Objective LMI 4.4: Provide opportunities for wildlife observation and other natural resource-based interpretation and education at appropriate reservoir and WMA locations.

GOAL LMI 5: Achieve timely implementation and coordination of RMP programs and projects.

Objective LMI 5.1: Establish and maintain a clear phasing schedule and list of priorities for RMP implementation; and update on an annual basis.

Objective LMI 5.2: Seek Reclamation and managing partner (IDFG) joint funding to implement applicable RMP actions according to the priority list and phasing schedule.

Objective LMI 5.3: Keep stakeholders, surrounding landowners, and the public informed regarding the status of implementing the RMP.

Objective LMI 5.4: Maintain a positive relationship with users, neighboring landowners, and other management agencies, local government, and wildlife conservation groups.